

# SECTION I

# BASIC PLAN



3/31/2011

## **PURPOSE & ASSUMPTIONS**

The purpose of the Judith Basin Emergency Operations Plan is to provide general guidelines and principles for managing and coordinating the overall response and recovery activities before, during and after major emergencies and disaster events that affect the County and incorporated towns of Stanford and Hobson. County jurisdiction also includes Raynesford, Geyser, Windham, Moccasin, Utica and Sapphire Village.

The following assumptions have been considered in the development of this plan.

- Community disaster preparedness is a shared responsibility of government, private sector and citizens.
- Judith Basin County is subject to both natural and human-caused disasters which endanger life, property, the economy and the general welfare of the county.
- All disasters begin at the local level.
- Mitigation, response and recovery begin at the local level.
- Judith Basin County and the towns of Stanford and Hobson have limited staff and resources.
- Mutual Aid, County, State and Federal assistance are essential to large-scale response and recovery efforts.
- First Responders will use the NIMS/Incident Command System to manage incidents.
- Emergency Responders and local government staff may be asked to fill non-routine roles in support of emergency response and recovery.
- Judith Basin County is capable of short-term staffing and limited operations of the Emergency Operations Center (EOC).
- Judith Basin County EOC can provide limited support to first response efforts.
- Judith Basin County EOC can coordinate efforts to mitigate hazards/disasters.
- Effective planning, training and exercises will help prepare responders for disaster response and recovery operations.
- The roles, responsibilities, and resources in this plan provide a flexible framework that can be adapted for all hazards or incidents.

## **HAZARD ASSESSMENT**

Judith Basin has the potential to be affected by numerous hazards from natural to human-caused. Naturally occurring hazards that affect the county include wildland fire, flooding, severe weather events, tornadoes and drought.

Technological hazards include dam failure, explosions, urban fires, chemical or hazardous materials release, and power outages. Human-caused hazards are varied and range from accidental to deliberate acts. Agricultural hazards, either natural or deliberate such as animal or crop disease would devastate the economy of the county.

Forest or range fires have the potential for causing the greatest impact. Contributing factors for a major fire event include years of drought, pine beetle infestations on private and forest lands, CRP acreage and weather events such as lightning storms and high winds. An expanding Wildland Urban Interface (WUI) presents a growing challenge for fire protection in the forest areas. Wind driven wildland fire spreading from the mountains onto the plains or vice versa may quickly overwhelm initial response capabilities. Initial attack will be critical along with mutual aid assistance.

Flooding in Judith Basin is normally confined to spring run off impacting streams in the county. Roads and farm lands are the most vulnerable to damage. Heavy rainfall in a short amount of time may cause flash flooding in a relatively small area. The Judith River may run out of its banks in areas after heavy snow melt in the spring but generally does not cause excessive damage.

Each season brings the potential for severe weather to Judith Basin. Winter and spring storms may bring heavy snowfall and blizzards causing road closures, stranded motorists and power outages. Spring storms can be especially devastating to livestock. As conditions turn drier in summer and fall, the impact of lightning and man-caused fires may become critical. It is not uncommon for multiple fire starts as a storm moves through the county. Accompanying winds exacerbate the consequences of forest and rangeland fires. Hail storms may damage crops and property and cause flash flooding. Though these storms may be devastating, areas affected are not generally widespread.

Generally rare, tornadoes have occurred in Judith Basin. Due to the sparse population, damage is usually on the plains with minor property damage. The exceptions include two recorded tornadoes in the Stanford area which caused extensive property damage. A tornado striking any of the populated areas would have devastating affects.

HazMat incidents have the greatest chance of occurring due to heavy transport traffic on Highways 87, 191 and 80. Train derailments or spills from BNSF and CMR railroads pose an additional HazMat risk. Accidental spills or releases from fuel and fertilizer plants also contribute to the possibility of an incident.

DNRC response plans address the threat of dam failure at Ackley Lake. While the possibility is remote, it should not be discounted. Projections show damage to land would be greater than damage to residents in the area.

Power outages in Judith Basin typically result from severe weather events. Utilities are usually restored to populated areas first and rural areas brought on line as soon as possible. Special needs populations may be particularly vulnerable and care should be taken to ensure their well-being.

Crop or animal disasters whether naturally occurring or as a deliberate attack are very difficult to guard against due to the remoteness of the area. Losses to the livelihood of families from crop or animal disease would result in severe losses to the towns, schools, communities and the county. Crop or animal disease would easily expand beyond county borders as the disease spreads. Quarantines would further cripple local and State economies.

Terrorist attacks do not present a large threat to the county but Air Force missile bases, cyber attacks on government and financial institutions, and militia groups have the capability to cause widespread damage.

Judith Basin County is fortunate to have volunteer responders for fire, EMS and Search and Rescue incidents. Continued training, exercises and upgrading our resource capabilities provide responders with the skills and equipment needed to respond to and recover from incidents affecting Judith Basin County.

## **CONCEPT OF OPERATIONS**

The basic concept of this plan is for the county of Judith Basin and the towns of Stanford and Hobson to be able to protect the citizens, property, and the economy of Judith Basin through:

### **Pre-Disaster Activities**

- Planning, training and exercises to prepare responders
- Pre-disaster hazard awareness and mitigation planning/efforts
- Coordination of effective warning and alert efforts
- Disaster response and recovery efforts
- Situation assessment
- Determining disaster related consequences for the area
- Activation of this plan and the Emergency Operations Center (EOC)
- Support of the Incident Command Post (ICP) and first responders
- Logistical Support
- Coordination of Mutual Aid
- Support of community protective actions (shelter-in place, evacuate)
- Damage Assessment
- County or town Disaster Declarations
- Assistance and recovery
- Communication and coordination with utility service providers
- Communicating and coordinating response and recovery efforts with the local business community
- Coordination of community volunteers and donations

The agencies roles, resources and authorities identified in this plan will be adapted to the Incident Command System (ICS) and the Emergency Support Functions (ESF) to provide flexible and scalable response to county disasters. The Incident Commander(s) and DES Coordinator will work together to coordinate and support all phases of community disaster response and recovery.

Activation of this plan and the Emergency Operations Center is the responsibility of the Judith Basin County DES Coordinator. The DES Coordinator will act in consultation with other department decision makers and county or town chief elected officials. Based on the assessment of emergency conditions by the designated Incident Commander (IC) in the field, the DES Coordinator may be notified and advised of the situation and the need to report to County Commissioners or the Mayor of the affected town.

Activation of the EOC is scaled on information of the incident, what it looks like now, and what it is predicted to look like in the future. Activation is divided into levels that may expand or contract with the incident.

## **COMMAND AND CONTROL**

### **National Incident Management System (NIMS)**

The Judith Basin County Commissioners adopted The National Incident Management System (NIMS) for any disaster or emergency affecting Judith Basin County by Resolution #2005-3.

NIMS is a comprehensive national approach to incident management that is applicable to all jurisdictions and across all functional disciplines. The intent of NIMS is to be applicable across a full spectrum of potential incidents and hazards regardless of size or complexity. NIMS will enhance coordination and cooperation of all entities involved in a variety of domestic incident management activities.

NIMS provides a framework for interoperability and compatibility by balancing flexibility and standardization.

#### **NIMS Components:**

There are several components that provide a framework for preparing for, preventing, responding to and recovering from emergency and disaster incidents.

These components include:

- Command and management
- Preparedness
- Resource management
- Communications and information management
- Supporting technologies
- Ongoing management and maintenance

NIMS employs two levels of incident management structures, depending on the nature of the incident; and provides for strategic coordination.

### **MULTI-AGENCY COORDINATION**

Multi-Agency Coordination Systems (MACS) are a combination of facilities, equipment, personnel, procedures, and communications integrated into a common framework for coordinating and supporting incident management.

#### **Multi-Agency Coordination Entities:**

- Ensure that each involved agency is providing situation and resource status information
- Establish priorities between incidents and/or Area Commands
- Acquire and allocate resources required by incident management personnel
- Coordinate and identify future resource requirements
- Coordinate and resolve policy issues
- Provide strategic coordination

## **INCIDENT COMMAND SYSTEM**

Incident Command System (ICS) is an on scene all-hazard incident management system, which is used for a wide range of events. ICS is interdisciplinary and organizationally flexible to meet the needs of incidents of any size or level of complexity.

### **ICS features for the management of incidents:**

- Common terminology
- Organizational resources
- Manageable span of control
- Organizational facilities
- Use of position titles
- Reliance on an Incident Action Plan
- Integrated communications
- Accountability

**Unified Command** is an application of ICS that is used when:

- There is more than one responding agency with responsibility for an incident
- Incidents cross political jurisdictions

Under Unified Command agencies work together through designated members of the command to analyze intelligence information and establish a common set of objectives and strategies for a single Incident Action Plan (IAP).

**Area Commands** are used when incidents are not site specific, not immediately identifiable, or are geographically dispersed. Area commands may become a Unified Area Command when incidents are multi-jurisdictional or involve multiple agencies. Area Commands are established to:

- Oversee the management of multiple incidents that are each being managed by an ICS organization
- Oversee the management of large incidents that cross jurisdictional boundaries

### **Assignment:**

The County Commissioners/Mayors may assign incident command responsibility for a specific disaster to an agency officially judged to be best suited to respond.

Such assignments shall follow statutory responsibilities when applicable.

Assignments shall be based on consideration of the following factors:

- Specific and implied statutory responsibility
- Expertise of the official and agency personnel
- Resources of the agency-equipment, materials and personnel
- Willingness of the selected official to assume responsibility
- Recommendations from the Local Emergency Planning Committee (LEPC)

## **Duties**

Duties used in this section means those tasks, other than powers, which an Incident Commander has voluntarily accepted as a result of the assignment.

### **Planning Duties**

Complete Incident Command pre-plans and procedures for assigned incidents. These documents are not included in these guidelines.

### **Emergency/Disaster Duties**

Safety of the responders

Protection of life, health and property

Recovery operations to critical facilities and infrastructure

## **INCIDENT COMMANDER**

Has overall management responsibility at the incident and establishes priorities based on the nature of the incident, available resources, and local policies; oversees tactical operations; assigns command staff (safety officer, liaison officer, public information officer, and communication officer) and general staff (operations chief, finance/administration chief, logistics chief, and planning chief) as needed during the incident. The IC may also implement Emergency Operations Procedures requirements; authorize media releases and media access and normally operates from the Incident Command Post (ICP) at the scene. The Incident Commander may also determine the implementation of the Intelligence Branch information and intelligence function to provide analysis and sharing of information and intelligence during an incident. Intelligence can include national security or classified information but may also include operational information such as risk assessments, medical intelligence, weather information, structural designs of buildings and toxic contaminant levels.

## **SAFETY OFFICER**

Monitors incident safety conditions both present and future, identifies unsafe conditions or practices, ensures safety compliance requirements are met, and develops measures for assuring the safety of all assigned personnel.

## **PUBLIC INFORMATION OFFICER**

Acts as the point of contact for the media or other organizations seeking general information from the incident; coordinates the release of information about the incident and media access to the incident.

## **LIAISON OFFICER**

Acts as the primary contact for representatives of other agencies to coordinate their involvement in the incident.

## **OPERATIONS**

Develops the tactical organization and directs resources to carry out the action plan; Coordinates the activities of the response units.

## **PLANNING**

Develops the action plan to accomplish the incident objectives. Collects, records, and evaluates incident information and damage assessment information, and maintains status of assigned resources and significant incident events. Plans the mobilization and demobilization.

## **LOGISTICS**

Provides or arranges for resources and services to support the organization (on-scene and EOC), including facilities, food, supplies, equipment, services and other items as needed.

## **ADMINISTRATION/FINANCE**

Monitors and tracks costs related to the incident, provides accounting, procurement, time recording, cost analysis and overall fiscal guidance; arranges or provides administrative support.

## **TECHNICAL EXPERT**

Certain incidents or events may require the use of technical specialists who are individuals with specialized knowledge and expertise in a particular area and whose role in the response has not been previously planned for. There are no pre-determined qualifications as technical specialists; rather they should be experts in their field of work.

## **EXTRAORDINARY POWERS**

### **Purpose:**

In some instances there may be a need to exercise powers beyond the scope of the Incident Commander. These events must endanger the safety and well-being of the public and responders or there is an inability to locate the individual with the authority to exercise the power.

### **Operating Concepts:**

Incident commanders decide when to use an extraordinary power

Notwithstanding questions of authority, Incident Commanders have a duty to immediately and unilaterally use powers identified in these Guidelines whenever all of the following conditions exist:

- Persons or property are directly exposed to severe danger
- The impact of the danger is in progress or is imminent; and
- The time lost in obtaining approval from authorities would prevent successful protective measures

The use of an extraordinary power, which has not been approved by specified authorities, shall be limited to the measures needed to eliminate the immediate danger.

Having used an extraordinary power without the benefit of approval, the Incident Commander shall immediately seek confirmation from the specified authority.

## Disaster Declarations

Local disaster or emergency declarations may be necessary in order to fully mobilize resources or to enact temporary restrictions such as curfews or road closures. A local declaration is a precondition for State emergency assistance in most cases. Requests for State and Federal disaster assistance should be directed through State DES.

### Local Declarations

At the onset of any incident, CEO's should strongly consider declaring an emergency or disaster. A declaration early on activates the Emergency Operations Plan and opens the door to additional authority not available otherwise (MCA, 10-3-406). The County does not have to, but may, levy up to the 2 mills (MCA 10-3-405) during this process to cover incident expenses.

Care should be taken when drafting the declaration resolutions in specifying whether an emergency or disaster is being declared because State law defines the two terms differently and they are often confused and used interchangeably. The following definitions apply:

#### MCA 10-3-103

**Emergency:** the imminent threat of disaster causing immediate peril to life or property that timely action can avert or minimize.

**Disaster:** means the occurrence or imminent threat of widespread or severe damage, injury or loss of life or property resulting from any natural or artificial cause, including tornadoes, windstorms, snowstorms, wind driven water, high water, floods, wave action, earthquakes, landslides, mudslides, volcanic action, fires, explosions, air or water contamination requiring emergency action to avert danger or damage, blight, droughts, infestations, riots, sabotage, hostile military or paramilitary action, disruption of state services, accidents involving radiation byproducts or other hazardous materials, outbreak of disease, bioterrorism, or incidents involving weapons of mass destruction.

#### State Declaration-Governor's Emergency and Disaster Fund

On small scale emergency or disaster situations that are beyond local government's capability, assistance may be available from the Governor's Emergency and Disaster Fund. The submission to DES requesting such assistance must include the following:

1. A copy of the local resolution declaring that an emergency or disaster exists, the situation is beyond their financial capability and that they have levied the two mil emergency levy.
2. A request to the Governor for a declaration using the format found in LGDIM Attachment 5. The request must include a description of the situation, official action taken, damage estimates, identification of local resources available for response and the amount of financial assistance required, and must be submitted within 30 days of the event.

**Federal Declarations-** Assistance is requested through a federal declaration when an emergency or disaster escalates beyond the capability of local and state resources. Three primary types of federal declarations exist: **Small Business Administration (SBA)**, **Secretary of Agriculture-Drought** and **Presidential Declaration** assistance is activated according to Public Law 93-288 (as amended by PL 100-707, Stafford Act).

## **CONTINUITY OF OPERATIONS (COOP) CONTINUITY OF GOVERNMENT (COG)**

**Definition:** Continuity of Operations/Government prepares the local government of Judith Basin County and the incorporated towns of Stanford and Hobson to respond to emergencies and to continue to provide the day-to-day essential services that citizens' rely upon.

**Activation Criteria:** Chief elected officials or DES will activate this annex when conditions severely limit or prohibit city or county government, wholly or in part from providing essential services to citizens and when directed by chief elected officials.

**Lead Agency:** Chief elected officials or designee

**Supporting Agencies:** Elected Officials/Department heads

**Roles and Responsibilities:** City and County government will be prepared to continue essential services to the citizens in any emergency or disaster. Each department will plan against natural and man-made hazards to ensure they have resources available to continue essential services. We have an ethical and legal responsibility to citizens, employees, families and visitors to continue vital services for Judith Basin County.

This plan applies to those elements of government that do not have a direct emergency response mission. Emergency responders will continue to focus on mitigation, preparedness, and response and recovery efforts.

The chief elected officials will declare an emergency or disaster if local emergency response resources are at or nearing exhaustion. When a disaster occurs, or one is imminent, the chief elected official will direct that the Emergency Operations Center (EOC) be activated. The EOC will coordinate outside assistance and resources. Department heads will provide liaison to the EOC when requested.

To ensure rapid response to any emergency situation requiring COOP implementation, departments and agencies should pre-designate authorities for making policy determinations and decisions. Legal written delegation of authority may be required.

Chief elected officials and department heads will assure continuity of leadership and operations for their department. In the event one or more of the Board of County Commissioners is unavailable, authority will be established according to Montana Code 7-4-2106. Other city/county elected officials/department heads will designate their deputy or another successor to ensure leadership and essential operations continue. Designations of authority not covered under statute will be on file in the Clerk and Recorder's Office or a location that is accessible if needed.

**Alternate Facility-** Judith Basin County government will establish operations at the Stanford City Hall. In the event the City Hall is unavailable or unusable, operations may be conducted from the Stanford Senior Center or Stanford School. In the event of a disaster that affects the viability of all buildings, consideration will be given to moving county government to portable trailers or out of town depending on the scope of the disaster. Stanford City government may conduct business from Stanford Public School in the event city hall is unusable. Hobson city government may conduct business from the Hobson Senior Center.

**Essential Services-** are those services that you are required to perform by law, agreement or contract and cannot be delayed due to disaster or major emergency. Each department will be responsible for identifying those services that are essential to the citizens of the county. In the event a disaster or major emergency requires a department to move its operations to another location, only the minimum of essential services will be provided during the first week. After the first week other services may be added. Providing essential services may be determined by time periods of the first 24 hours, first week, first month and six months. Operating plans and resources required will be identified by each office.

#### Annex D Continuity of Operations

1. Notify key personnel of disaster or emergency and activate EOC. (DES, SO, Clerk)
2. Assure continuity of leadership. (All elected officials and/or department heads)
3. Open facility to prepare for county/city business. (Clerk, Maintenance)
4. Provide logistical support for space, equipment, supplies. (Maintenance, Clerk, DES)
5. Ensure communications are established at the onset to ensure public safety. (SO, DES)
6. Disseminate emergency information using ESF 15A and 15B as appropriate. (CEO's, PIO)
7. Prepare emergency/disaster declarations. (CEO's)
8. Provide security to primary facility. (SO)
9. Notify identified technology services to provide computers, phones, email, internet access and related equipment needs. (Clerk)
10. Essential records, references, forms, back-up data, phone lists, etc. transferred to temporary facility. (All depts.)
11. Maintain an alert and notification roster of employees, suppliers, contractors and others to be notified when implementing this plan. (All depts.)
12. Document all activities and expenses related to disaster (Clerk or designated lead)
13. Establish scheduled briefings and public information as needed. (CEO's, PIO)
14. Work with ESF 14A Damage Assessment and 14B Long Term Recovery to determine current and future needs. (CEO's, DES)
15. Time-Phased Implementation: this plan will be executed based on a pre-planned time-phased method. All departments should be prepared to provide essential services within 12-24 hours, increasing services within established guidelines or as the situation stabilizes.
  1. First 24 hours-Personnel, communications and other equipment will move to location and establish operational capability to provide immediate and essential services
  2. First Week- After the first 24 hours, provide immediate and essential services. Increase capability incrementally. Delay or eliminate other essential services.
  3. First Month- After the first week, other resources may be added if necessary to increase essential services and normal services.
  4. Six Months- After the first month, and if necessary, other resources may be added to increase essential services and normal services provided.

- **Reconstitution**- is the department's process to return as a fully functional entity in its primary facility or a long-term temporary facility. Planning should begin as soon as the COOP Plan is implemented. Primary tasks for reconstitution are:
  - Determining that the primary facility is suitable for normal operations to resume
  - Scheduling an orderly return
  - Transfer of vital records, documents, databases, and communication capabilities
  - Notification of employees and the public